## **Introduced by Senator Greene**

## February 24, 1995

An act to amend Sections 8880.28 and 8880.68 of, and to add Article 9 (commencing with Section 8881) to Chapter 12.5 of Division 1 of Title 2 of, the Government Code, relating to lotteries, and making an appropriation therefor.

## LEGISLATIVE COUNSEL'S DIGEST

SB 1294, as introduced, Greene. State lottery: video gaming.

(1) The California Constitution provides that, with the exception of the California State Lottery, the Legislature has no power to authorize lotteries and shall prohibit the sale of lottery tickets in the state. The California State Lottery Act of 1984, authorized by the California Constitution, provides a comprehensive scheme for the conduct of a state lottery by the California State Lottery Commission.

This bill would require the commission to establish and operate a statewide video gaming machine network, to issue regulations concerning the operation of the network, to license manufacturers, distributors, and operators of video gaming devices, and to license video gaming devices and the premises on which these devices are located for use by the public, as specified.

The bill also would establish fees for licenses issued to manufacturers, distributors, and operators pursuant to these provisions. In addition, the bill would impose a charge equal to 25% of the net machine income during the first 2 years from the date that video gaming machines are first offered for play

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to the public in this state, and 35% of the net machine income for each year thereafter, and would require the deposit of those fees in the State Lottery Fund, a continuously appropriated fund in the State Treasury. Thus, the bill would constitute an appropriation. The bill also would impose a state tax pursuant to Article XIII A of the California Constitution.

The bill also would create new crimes, thus imposing a state-mandated local program, by providing that any person who physically tampers with a licensed video gaming machine with the intent to interfere with the proper operation of the machine, manipulate the outcome or payoff of the machine is guilty of a felony, and that any individual, firm, corporation, or other legal entity that places in operation or continues to have in place any gray area device, as defined, for use by members of the public at any licensed premise or any other place is guilty of a felony.

An initiative measure, the California State Lottery Act of 1984 provides that none of its provisions may be changed except to further its purposes by a bill passed by a  $^2/_3$  vote of each house of the Legislature and signed by the Governor.

This bill would declare that it furthers the purposes of the act and would require a  $\frac{2}{3}$  vote.

(2) Existing federal law provides that it is unlawful to transport any gambling device to any place in a state from any place outside the state unless the state has enacted a law providing for the exemption of the state from this provision.

This bill would exempt the state from the federal prohibition.

(3) The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement.

This bill would provide that no reimbursement is required by this act for a specified reason.

Vote:  $\frac{2}{3}$ . Appropriation: yes. Fiscal committee: yes. State-mandated local program: yes.

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The people of the State of California do enact as follows:

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SECTION 1. Section 8880.28 of the Government Code is amended to read:

- shall commission 8880.28. (a) The promulgate 4 regulations specifying the types of lottery games to be by the lottery, provided subject to the conducted following:
- (1) No Except as provided in Article 9 (commencing with Section 8881), no lottery game may use the theme 9 of bingo, roulette, dice, baccarat, blackjack, Lucky 7's, 10 draw poker, slot machines, or dog racing.
- (2) In lottery games utilizing tickets, each ticket in 12 these games shall bear a unique number distinguishing it 13 from every other ticket in that game; and no name of an 14 elected official shall appear on these tickets.
- (3) In games utilizing computer terminals or other 16 devices, no coins or currency shall be dispensed to players from these computer terminals or devices.
- (b) Notwithstanding subdivision (a), no changes in 19 the types of games or methods of delivery of these games 20 that incorporate technologies or mediums that did not widely available, were not or commercially feasible at the time of the enactment of this chapter in 1984 shall be made, unless all of the following conditions are met:
- (1) This chapter is amended by statute to expressly 26 authorize these changes.
- (2) The act making the amendments contains express legislative findings that the amendments are consistent with the terms of, and further the purposes of, this 30 chapter.
- 31 (3) The amendments comport with applicable state 32 and federal law.
- 33 (c) For purposes of this section, a change in the 34 method of delivery means a material change in the way a consumer directly interacts with the game.
- (d) Subdivision (b) shall not apply to technological 36 changes implemented prior to the effective date of this 37 subdivision.

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> (e) This section shall not be construed to limit any internal technological changes made to the equipment or components utilized by the lottery.

SEC. 2. Section 8880.68 of the Government Code is 5 amended to read:

8880.68. Taxes No State state or local taxes shall be 7 imposed upon the sale of lottery tickets, a game or games 8 played on a video gaming machine authorized by Article 9 9 (commencing with Section 8881), or shares of the 10 California State Lottery or any prize awarded by the 11 California State Lottery, including any prize winnings 12 from a game or games played on a video gaming machine.

SEC. 3. Article 9 (commencing with Section 8881) is 14 added to Chapter 12.5 of Division 1 of Title 2 of the 15 Government Code, to read:

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## Article 9. Video Gaming

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8881. As used in this article, the following words 20 mean:

- (a) "Credit" or "game credit," means an amount 22 registered on a video gaming machine in exchange for 23 coins or currency. The amount shall be registered in units 24 where one unit equals a minimum of twenty-five cents 25 (\$0.25) or a greater value, as determined by the 26 commission.
- (b) "Gray area device" means any video device, not 28 authorized by the commission and not connected to the state video gaming central computer communication 30 system, which is available to the public for play and capable of simulating a game played on a licensed video gaming machine.
- (c) "Licensed premises" means any establishment 34 licensed pursuant to Division 9 (commencing 35 Section 23000) of the Business and Professions Code for 36 the sale and on premise consumption of alcoholic 37 beverages and that holds a license issued by the 38 commission pursuant to this article.

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(d) "Net machine income" means the amount of money placed by players into a video gaming machine less amounts paid out to winning players as prizes.

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- (e) "Progressive game" means any game, the jackpot of which grows and accumulates as it is being played on machines throughout the state, and whose outcome is randomly determined by the play of video gaming machines linked to a computer network.
- (f) "Service employee" means an employee of a video 10 gaming machine distributor, or video gaming machine operator, who is certified by the commission to service, maintain, and repair video gaming machines.
- (g) "Video display" means the visual presentation of a 14 video game shown on the screen of a video gaming 15 machine.
- (h) "Video game" means any electronically simulated games of chance, including, but not limited to, video 18 poker, keno, line-up, or blackjack, displayed and played 19 on a video gaming machine.
- (i) "Video gaming machine" or "machine" means an 21 electronic video game machine that accepts coins or 22 currency in exchange for game credit, and is available to 23 play, or simulate the play, of a video game using a video 24 display and microprocessors, and in which the player may 25 receive game credit for winning plays that may be 26 redeemed for a ticket voucher redeemable for cash prizes. "Video gaming machine" or "machine" does not include a machine that directly dispenses coins, currency, or tokens.
  - (j) "Video gaming machine associated equipment" means any proprietary device, machine, or part used in the manufacture, operation, or maintenance of a video gaming machine.
- (k) "Video gaming machine distributor" means any 35 individual. firm, corporation, or other legal entity 36 licensed by the commission to distribute or sell video gaming machines or video gaming machine associated equipment in this state.
- (1) "Video gaming machine manufacturer" means any 39 40 individual, firm, corporation, or other legal

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licensed by the commission to assemble or produce video gaming machines or video gaming machine associated 3 equipment for sale or use in this state.

- (m) "Video gaming machine operator" means 5 individual, firm, or corporation licensed commission to own and physically place video gaming machines or video gaming machine equipment in licensed premises located anywhere in this state.
- 10 commission 8881.1. (a) The shall establish statewide video gaming machine network in accordance 12 with this article.
- (b) The commission shall adopt regulations 14 concerning the operation of a statewide video gaming 15 machine network. The regulations shall include, but not 16 be limited to, all of the following:
- (1) The type of video gaming machines and the type 18 of video gaming machine associated equipment that may be used to conduct video games.
  - (2) The type of video games offered for play.
- (3) The amount of game credits wagered for a single game play. The amount of game credits shall not exceed 23 the number of credits that equals three dollars (\$3).
- (4) The amount of game credits that may be awarded 25 for winning plays. The amount of game credits awarded shall not exceed \_\_\_\_\_ dollars (\$ ) per nonprogressive game play, and \_\_\_\_\_ dollars (\$ ) for any single progressive game prize.
- (5) The manner of payment of cash prizes to the 30 holders of winning video game credits.
- 31 (6) The number of machines permitted in 32 licensed premise. The location premise license shall provide for the installation of up to a maximum total of 34 four machines. However, a special license for five or more 35 machines, not to exceed a total of machines at 36 any one premise location, may be issued by the commission to horse race tracks that are licensed to 37 38 conduct horserace meetings by the California Horse
- Racing Board.

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(7) No person under the age of 21 years shall operate a video gaming machine. Notwithstanding subdivision (i) of Section 8880.32, no prize from gaming authorized by this article shall be paid to any person under the age of 21

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- (8) No video gaming machine shall be played except during the hours that the licensed premises at which it is located may lawfully operate.
- payback value of (9) The one credit wagered, 10 determined over time, shall be a minimum of 85 percent, but shall not exceed a maximum of 94 percent.
- in 8881.2. (a) The commission, order to 13 integrity of its accounting system, shall operate the video 14 gaming network through central computer a 15 communications system, which shall be dedicated and 16 used solely for the operation of the video gaming network.
- (b) The central computer communications 19 shall be capable of auditing the operation, financial data, and program information of the video gaming network, and shall include at each licensed premise a clerk validation terminal that provides centralized game data cash validation. 23 control voucher The central and 24 computer communications system shall incorporate 25 electronic fund transfer procedures to facilitate 26 collection of revenue, be capable of disabling machine from play that does not comply with this article, and be capable of communicating with all video gaming machines licensed by the commission.
- 30 (c) In accordance with Article 6 (commencing with 31 Section 8880.56), the commission may enter into a 32 contract with any private entity for central computer communications system services. All equipment 34 devices required for operation of the central computer 35 communications system shall be included in any contract 36 made for the purpose of providing or operating that 37 system.
- (d) Nothing in this section shall be construed to 38 39 require the commission to use constant online

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communications when the central computer communications system used is a dial-up system.

licensed video (e) The commission shall provide 4 machine manufacturers gaming with the protocol 5 documentation and the audit information and controls necessary to enable the manufacturers' machines to communicate with the commission's central computer communications system. The central computer communications system shall be designed in a manner so 10 as to not limit participation to only one manufacturer of gaming machines or video gaming associated equipment by reason of either the cost of 12 13 implementing necessary program modifications 14 communicate with the system, or an inability to 15 communicate with the system.

8881.3. The director shall remove from play and 17 confiscate any machine that does not comply with the 18 requirements of this article. Any machine that the 19 director determines has been modified, or the design of 20 which has been modified, without the consent of the director, shall be removed from play and confiscated by the director.

8881.4. (a) The commission shall adopt regulations to 24 provide for the issuance, renewal, suspension, 25 revocation of licenses pursuant to this article. The specify 26 regulations shall individual, that no corporation, or other legal entity shall apply for or be 28 granted more than one type of license established under 29 this section, except that the holder of a video gaming 30 machine operator's license shall obtain a license for each individual video gaming machine placed in operation, which license shall be in addition to the video gaming machine operator's license. Nothing in this section 34 prohibits the commission from authorizing a licensed premises to own its own video gaming machines if the 35 36 licensed premises satisfactorily demonstrates that it is unable to obtain machine placement and service from 37 any licensed video gaming machine operator.

39 (b) Licensing regulations may include requirements relating to the financial responsibility of the licensee, the —9— SB 1294

accessibility of the licensee's place of business or activity to the public, the volume of expected sales, the security and efficient operation of video gaming machines, and any other matters necessary to protect the public interest and trust in video gaming.

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- (c) The director may issue, renew, suspend, gaming revoke licenses for video machine manufacturers, distributors, and operators, video gaming machines, and video game premise locations pursuant to the regulations adopted by the commission. The director shall not issue a license to any individual, firm, corporation, or other legal entity making application for any license authorized by this article until that person meets the requirements specified in this article and in regulations adopted by the commission for that license.
- (d) Licenses shall be issued pursuant to this article without regard to race, sex, religion, ethnic origin, or political affiliation.
- (e) Licenses issued pursuant to this article shall be the only licenses required by the commission or any political subdivision of this state to manufacture, distribute, place, and operate video gaming machines and video gaming machine associated equipment.
- 8881.5. (a) Any individual, firm, corporation, or other legal entity seeking to obtain a license pursuant to regulations adopted by the commission shall apply to the director for a license on forms provided by the director. No license shall be granted to any person who has been convicted of a felony. The commission may refuse to issue a license to any applicant who has been convicted of a gambling related offense or any crime of moral turpitude, or whose character, antecedents, and background may pose a threat to the public welfare.
- (b) The director shall notify an applicant who is found, for any reason, to be not qualified for licensure, of the specific reasons that constitute the basis for the finding.
- 8881.6. (a) Any individual, firm, corporation, or other legal entity applying for a license to manufacture or assemble video gaming machines or video gaming machine associated equipment for sale or use in this state

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shall submit to the director two copies of machine illustrations, schematics, block diagrams, circuit analysis, technical and operation manuals, program source codes and hexadecimal dumps, with the compiled computer program presented in base 10 format. The director may require the applicant to submit for examination, testing, and analysis, two working models of the video gaming video and gaming machine 9 equipment that the applicant is proposing to offer for sale 10 or use in this state. The director may completely submitted disassemble machines or equipment testing purposes, and the applicant waives any claim 12 against the commission or its staff for any damage to, or 13 14 destruction of, such machine.

- (b) The director may employ independent an 16 technical expert to assist in testing a machine or machines submitted under this section to certify that the machine 18 or machines are in technical compliance with this article and the commission's regulations. The applicant shall pay any costs incurred by the commission for testing the machines and associated equipment.
- (c) The director shall provide the applicant with a 23 written report of the test results for machines and 24 equipment submitted for testing pursuant to this section. equipment fail 25 If the machines or to meet 26 commission's testing standards, the commission inform the applicant of the necessary modifications required to meet those testing standards.
- (d) No applicant shall be issued a license as a manufacturer of video gaming machines or associated 30 until the applicant has satisfactorily completed the testing requirements of the commission.
- 8881.7. (a) Fees for licenses issued pursuant to this 34 article shall be as follows:
- 35 (1) For video gaming machine manufacturers, 36 application and license fee of twenty-five thousand dollars (\$25,000) for the first year of licensure, and a fee of five thousand dollars (\$5,000) for each year of licensure thereafter.

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(2) For video gaming machine distributors. application and license fee of fifteen thousand dollars (\$15,000) for the first year of licensure, and a fee of five thousand dollars (\$5,000) for each year of licensure thereafter.

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- (3) For video gaming machine operators, application and license fee of five thousand dollars (\$5,000) for the first year of licensure, and a fee of one thousand dollars (\$1,000) for each year of licensure thereafter.
- (4) For each licensed premise, an application license fee of one hundred dollars (\$100) for the first year of licensure, and a license fee for video gaming machines 14 not to exceed one hundred dollars (\$100) per year for each video gaming machine per licensed premise, when 16 the licensed premise has four or fewer machines. For those licensed premises that have been approved by the 18 commission for five or more machines, the video gaming machine license fee shall not exceed one hundred dollars 20 (\$100) for the first four machines, and shall not exceed five hundred dollars (\$500) for each additional machine.
  - (b) The license fees prescribed in this section shall be expended to cover the administrative expenses incurred by the commission in administering this article.
  - 8881.8. (a) A license issued pursuant to this article shall be revoked upon a finding that the licensee has done any of the following:
  - (1) Has knowingly provided false or misleading material information to the commission or its employees.
  - (2) Has been convicted of a felony, gambling related offense, or any crime of moral turpitude.
- 32 (3) Is a member or associate of any organized crime 33 group. 34
  - (b) A license may be suspended, revoked, or not renewed for any of the following causes:
- (1) Failure to notify the commission about a change of 36 business location. 37
- (2) A delinquency in remitting money owed to the 38 commission.

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(3) Any violation of any regulation adopted by the commission.

8881.9. No license issued pursuant to this article shall be assignable or transferable.

8881.10. (a) Every licensed manufacturer of video 6 gaming machines and video gaming associated equipment shall submit a training program for the service and maintenance of those machines and equipment for approval by the commission. The training program shall 10 include an outline of the training curriculum, a list of 11 instructors and their qualifications, a copy of the 12 instructional materials, and the dates, times, and location 13 of training classes. No service and maintenance program shall be held until approved by the commission.

- (b) Every service employee shall complete 16 requirements of the manufacturer's training 17 before the employee performs service, maintenance, or 18 repairs on video gaming machines or video gaming 19 machine associated equipment.
- 8881.11. (a) Upon the successful completion by a 21 service employee of the training program required by Section 8881.10, the commission shall issue a certificate authorizing the employee to service, maintain, and repair video gaming machines and video gaming machine associated equipment. No certificate shall be issued to any service employee until the commission has ascertained that the employee has completed the required training program.
- (b) Any person certified as a service employee under 29 30 this section shall background investigation pass a pursuant to regulations adopted by the commission.
  - The commission may revoke certification upon finding a service employee in violation of a commission regulation.
- 35 8881.12. (a) Video gaming machines offered for 36 distribution in this state shall be approved by the commission and only offer video games authorized by the 37 38 commission.
- (b) Video gaming machines distributed in this state 39 40 shall meet all of the following criteria:

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(1) Be incapable of manipulation to effect the random probability of winning plays.

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- (2) Have one or more mechanisms that accepts coins or currency in exchange for game credits, and those mechanisms shall be designed to prevent players from obtaining credits by means of physical tampering.
- (3) Be capable of suspending play until reset at the direction of the director as a result of physical tampering.
- (4) Have nonresettable mechanical and 10 meters housed in a locked area of the machine that maintain a permanent record of all moneys inserted into the machine, all refunds of winnings, all credits played, and all credits won by players.
- (5) Have a printing mechanism capable of printing 15 the readings of electronic meters, ticket vouchers stating the value of the cash prize won by the player at the completion of each game, the date and time of day the game was played in a 24-hour format showing hours and minutes, the machine serial number, the number of the ticket voucher, and an encrypted validation number for determining the validity of the winning ticket voucher.
  - (6) Be capable of being linked to the commission's system central computer communications for purpose of auditing the operation, financial data, and program information as required by the director.
  - 8881.13. The holder of a video gaming machine operator's license shall do all of the following:
- and licensure (a) Offer for inspection bv the gaming commission each individual video machine before the machine is placed in operation to ensure that the machine complies with this article and the regulations adopted by the commission. Upon the successful completion of inspection and payment of the applicable video gaming machine license fee, the director shall seal 36 the software programs on the logic board on each machine presented for inspection in accordance with procedures established by the commission, and shall issue a license for each individual machine. The license shall be

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prominently displayed on the machine by the video gaming machine operator.

- (b) Provide service and maintenance for all licensed video gaming machines and video gaming machine associated equipment owned by an operator as required by the commission.
- (c) Maintain a written service and maintenance log for each licensed video gaming machine placed in service. The service and maintenance log shall be stored 10 inside the main access cabinet of the machine. Any service employee or employee of the commission gaining 12 entry for the service, maintenance, or repair of a licensed machine shall sign the log, record the date, time, and 14 purpose of the entry, the electronic and mechanical 15 meter readings, and the parts of the machine inspected 16 or repaired. Service and maintenance log forms shall be obtained from the commission and retained by the operator for a period determined by the commission, not to exceed five years. Service and maintenance logs shall 20 be available for inspection by the director, upon request.
- (d) Maintain records of the operation of each licensed 22 machine placed into use by the licensed video gaming machine operator pursuant to this section. The records shall be kept in a secure place by the licensed video gaming machine operator, subject to inspection by the commission, and shall include, but not be limited to, an audit tape that records an exact duplicate of all tickets printed, transactions recorded, and licensing records.
- 8881.14. (a) The director shall contract with licensed 30 video gaming machine operators for the operation of video gaming machines and video gaming machine equipment. Notwithstanding anything associated Article 6 (commencing with Section 8880.56) to the 34 contrary, contracts shall be one year in duration, automatically renewable subject to the video gaming 36 machine operator's continued compliance with article, and require the operator to all of the following:
- 38 (1) Pay to the commission 25 percent of the net machine income during the first two years from the date that video gaming machines are first offered for play to

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the public in this state, and 35 percent of the net machine income for each year thereafter.

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- (2) Provide the commission with all information and bank authorizations necessary to ensure the timely transfer of moneys due and payable to the commission.
- (3) Maintain an account balance and surety bond, as required by the commission, sufficient to cover the amount due and payable to the commission.
  - (4) Maintain accurate records of net machine income.
- (b) No licensed operator shall obtain an interest in or operate more than 10 percent of the total number of video gaming machines authorized for play by the public under this article.
- 8881.15. Any operator who fails to maintain an account balance sufficient to cover the amount due and 16 payable to the commission shall be assessed an interest penalty equal to 12 percent of the amount due and 18 payable. Each operator shall post a bond, as provided in 19 Section 8880.54, in an amount not to exceed the average 20 amount due and payable to the commission in that operator's fifteen-day collection cycle. Failure to make payments on any amount past due and payable to the 23 commission on or before the next electronic transfer date shall be grounds for suspension or revocation of the operator's license and the removal of the licensee's machines from play.
- 8881.16. No video gaming machine shall be placed 28 into play by an operator until both of the following occur:
- (a) The premise license applicant's location has been 30 licensed by the commission and the licensed video gaming machine or machines have been connected to the commission's central computer communications system. 33 It shall be the responsibility of the premise location 34 licensee to provide the phone line to connect to the central computer communications system.
- (b) A licensed operator and the premise license applicant have entered into a written agreement to place 37 gaming machine operator's machine 38 video machines for play at the location stated on the premise license application. The agreement between the video

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gaming machine operator and the premise licensee shall ensure equal distribution of net machine income less applicable payments to the state by electronic transfer. The agreement shall have a term of 36 months and be automatically renewed for one-year terms unless written notice is given by either party at least 30 days prior to the date of renewal.

gaming 8 8881.17. Video machines, video 9 associated equipment, video and games authorized by the commission for play shall not be 10 construed as gambling devices or the offering gambling to the public or participation in gambling 12 activities for the purpose of Chapter 9 (commencing with 14 Section 319) of, or Chapter 10 (commencing with Section 330) of, Title 9 of Part 1 of the Penal Code, or any local 16 ordinance. No license issued pursuant to Division 9 (commencing with Section 23000) of the Business and 17 18 Professions Code for the onpremise consumption of shall be denied, suspended, beverages alcoholic revoked because the license holder is a licensed participant in the state video gaming network authorized 21 22 by this article. However, suspension or revocation of a lottery retail location's liquor license may result in action against the location's video lottery license or the location's authority to operate video gaming machines. 25

26 8881.18. No holder of a license issued pursuant to this 27 article shall use the word "casino" in any sign or 28 advertisement in connection with a video gaming 29 machine.

8881.19. Pursuant to Section 1172 of Title 15 of the United States Code, the State of California, does hereby, in accordance with and in compliance with that section, declare and proclaim that Section 1172 of Title 15 of the United States Code does not apply to any gambling device in this state where the transportation of the device is specifically authorized by and accomplished in compliance with this article, any other applicable statute of this state, and any regulations adopted pursuant thereto, and that any gambling device transported in

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compliance with state law and regulations shall be exempt from the application of that section.

8881.20. Any person who physically tampers with a licensed video gaming machine with the intent to interfere with the proper operation of the machine, or to manipulate the outcome or payoff of the machine, is guilty of a felony.

8881.21. Any individual, firm, corporation, or other legal entity who places in operation or continues to have in place any gray area device for use by members of the public at any licensed premise or any other place is guilty of a felony.

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8881.22. All revenues received by the commission 14 pursuant to this article shall be deposited by the 15 commission in the State Lottery Fund. All license fees 16 paid to the commission pursuant to Section 8881.7 and deposited in the fund in accordance with this section shall 18 be expended to cover the administrative incurred by the commission in administering this article.

SEC. 4. The Legislature finds and declares that this act furthers the purposes of the California State Lottery Act of 1984.

SEC. 5. No reimbursement is required by this act 24 pursuant to Section 6 of Article XIII B of the California 25 Constitution because the only costs that may be incurred 26 by a local agency or school district will be incurred 27 because this act creates a new crime or infraction, 28 eliminates a crime or infraction, or changes the penalty 29 for a crime or infraction, within the meaning of Section 30 17556 of the Government Code, or changes the definition 31 of a crime within the meaning of Section 6 of Article 32 XIII B of the California Constitution.

33 Notwithstanding Section 17580 of the Government 34 Code, unless otherwise specified, the provisions of this act 35 shall become operative on the same date that the act 36 takes effect pursuant to the California Constitution.